

Redevelopment Strategy for the Havenwoods Area

Executive Summary



Prepared for:

**The Milwaukee Economic Development Corporation
The Department of City Development
City of Milwaukee**

**Co-Sponsors:
Milwaukee County
The Havenwoods Business Council**

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Executive Summary

The Milwaukee Economic Development Corporation (MEDC), working in coordination with the Havenwoods Business Council (the Business Council), engaged *S. B. Friedman & Company*, Teng and Associates, and Cross Management Services, Inc. to prepare a redevelopment strategy for the Havenwoods Area (the Study Area), a four-square-mile mixed-use area located on the Northwest Side of the City of Milwaukee (the City). The Executive Summary summarizes the key elements and findings of the redevelopment strategy.

Purpose of the Study

The overarching goal of the redevelopment strategy is to revitalize the Havenwoods Area as a vibrant mixed-use urban area with industrial, residential, and commercial uses reinforcing each other. Key to the success of the redevelopment strategy is the interplay and relationship between the three major land uses. MEDC and the Business Council are interested in increasing the tax base, creating jobs, improving the environment, and enhancing the quality of life for the residents of the Havenwoods Area. The interplay between residential neighborhoods and industrial development is an important consideration for both Havenwoods Area residents and the retention and development of industrial uses. Residents living in the northern end of the study area are concerned about the development of nearby vacant land, whereas the perceived negative image of the residential neighborhoods in the southern end of the study area is discouraging industrial retention and redevelopment in the adjoining areas. In addition, residents living in the southern end of the Study Area would like to see increased housing opportunities for home ownership and rehabilitation of existing housing stock. Therefore, the redevelopment strategy examines not only the market potential for new development, but also addresses the potential conflicts in land use and the stabilization of the residential neighborhoods in the southern end of the study area for the benefit of both area residents and business owners.

The Study Process

The study involved a comprehensive approach, based on public input and participation; market analysis of industrial, residential, commercial, and service uses; analysis of physical conditions and land use relationships; and identification of key implementation action steps to carry out priority projects. The redevelopment strategy includes the following components:

Public Outreach and Stakeholder Participation, including input from businesses, institutional and governmental agencies, and area residents through one-on-one interviews, focus groups, and a business persons survey.

Physical Conditions and Land Use Analysis, examining existing conditions and areas of current and potential land use conflict; review of flooding and environmental contamination issues to identify and understand the constraints present; and review of infrastructure/access issues.

Market Analysis, particularly focused on industrial and commercial opportunities for major sites and strengthening residential areas in the southern portion of the Study Area.

Development Plan and Strategy, including the identification of overall goals for the plan, priority projects to reach those goals, and action implementation steps to carry out the priority projects.

Strategic Implications from Market and Physical Analyses

The Havenwoods Area consists of three predominant land uses: residential, industrial, and commercial. These uses are interspersed throughout the study area, with residential neighborhoods adjacent to industrial users in many areas. In order for the redevelopment strategy to be successful, the three uses must strengthen and reinforce each other. Area residents provide a local workforce for area businesses. The linkage between area residents and industrial users should be reinforced through programs, such as cooperative job training, walk-to-work, and employer-assisted housing programs. Potential new industrial development on the approximately 200 acres of industrially zoned land in the area can tap into the local residential population for workforce needs, while providing quality jobs for area residents. Residential neighborhoods in the area also provide the density and Arooftops@ that retailers look for to support commercial development. The creation of a pedestrian-oriented Atown center@ on West Silver Spring Drive can capitalize on the population density of the surrounding neighborhoods while providing quality neighborhood-oriented retail stores and community service uses. The heavily traveled North 76th Street corridor potentially can support additional retail and service uses for area employees and residents.

The market and physical assessments conducted by the consulting team provided key strategic implications for the overall development plan, as summarized below by land use:

INDUSTRIAL

Findings from the industrial market analysis show a potential demand of 20 to 30 acres of industrial land per year. At this rate, the approximately 200 acres of vacant industrial land in the Havenwoods Area can be absorbed over the next seven to ten years.

Key industrial sites include:

- \$ 69 acres at North 60th Street and West Green Tree Avenue (the ABacher Farm@ site)
- \$ 30 to 40 acres at North 73rd Street and West Florist Avenue

However, in order to be competitive, the image and appearance of the current industrial area must be improved, and land use conflicts with surrounding residential areas must be resolved. The industrial core would benefit from a more cohesive and unified business area, which could be accomplished through design guidelines and marketing efforts. The area has good access for manufacturing. Proximity to the City=s labor force and public transportation are strong competitive advantages for the area.

Most industrial users seek parcels of three to five acres, with fewer seeking larger parcels of up to 15 acres. The development of the area=s approximately 200 acres can be phased in as long as there

is a diversity of parcel sizes at any given time.

COMMERCIAL

Findings from the retail market analysis show that there is potential for a Neighborhood/Town Center on Silver Spring Drive, and an opportunity to improve the Mill Road Shopping Center on North 76th Street. The Atown center@ on Silver Spring Drive would be a pedestrian-oriented center that provides a range of quality neighborhood retail stores and community service-oriented uses, primarily for local residents and employees. North 76th Street, with a focus on the Mill Road Center, should be enhanced as a highway oriented shopping area with community-serving and broader area uses.

RESIDENTIAL

Given the market findings, the following strategies should be pursued to provide better housing options for area residents and to stabilize residential neighborhoods in the Havenwoods Area:

Increase Home Ownership Rates. Home ownership opportunities should be expanded for area residents. The home-ownership rate in the Havenwoods Area has declined from 53% to 50% since 1990, with most of this decline in the past five years (52% to 50%). However, findings from the market analysis indicate that approximately 20% of residents who currently rent can afford to purchase housing in the southern end of study area. These residents should be targeted through home-ownership counseling and programs that offer financial assistance.

Assist in the Rehabilitation of Existing Housing Stock. The rehabilitation of the existing housing stock will increase value, improve the overall appearance of the Study Area, and provide better housing opportunities for area residents. There has been a trend of conversion of owner-occupied duplex units to rental units. This trend has not only decreased home-ownership rates, but led to the decline of the housing stock because of some absentee landlords. Both owner-occupants and investor-owners should be assisted and encouraged to rehabilitate their housing units. Post home-ownership counseling should be offered to assist new home owners in the upkeep and maintenance of their housing.

Encourage Market-Rate Infill Housing. Housing prices in the northern end of the Study Area appear to be high enough to support infill market-rate housing. New market-rate housing would need to be priced at the top of the current market plus 20%, or approximately \$110,000 to \$125,000.

Development Plan Goals and Strategy

Findings from the analysis indicates that industrial, residential, and commercial uses not only can, but must, support one another for the successful revitalization of the area. Residents in the area provide a local employment pool for area businesses and density to support new commercial

development. Increasing employment opportunities for area residents may enable them to explore more housing options, such as conversion to home ownership or improvements of existing residential units, which in turn will improve the quality of life for area residents and help to stabilize the residential areas for adjacent industrial users.

There are eight overarching goals of the redevelopment plan and strategy. These goals are intended to revitalize the Havenwoods Area as a mixed-use area with industrial, residential, and commercial uses reinforcing each other. Each goal is discussed in more detail below:

1. Encourage the Havenwoods Area to be a Live-Work Community. Area-wide efforts should be made to coordinate the activities of the various government agencies, the Havenwoods Business Council, the Silver Spring Neighborhood Center, and resident block groups and organizations working in the Havenwoods Areas. An overall neighborhood coordinating organization could be formed to foster overall development in the Havenwoods Area, including linkages between residential, service, and commercial uses, and industrial businesses. Job linkage programs and walk-to-work programs should be designed to encourage industrial businesses in the area to employ area residents. Industrial businesses in the area also can provide down payment or other assistance to area residents to purchase housing. This combined effort could also address perceptions regarding security.
2. Industrial Strategy: Define, Strengthen, and Market the Industrial Core. The Havenwoods Area must improve its image and appearance as a cohesive urban industrial area. Guidelines and strategies must be developed to create a cohesive area with a distinct identity while creating a positive relationship with adjacent residential and commercial uses.
3. Develop Priority Industrial Sites. The Havenwoods Area contains three key areas with large tracts of vacant industrially zoned land that should be targeted for high-quality urban industrial park development: 1) Bacher Farm site; 2) the vacant site at the northeast corner West Florist Avenue and North 73rd Street, immediately west of the OMC facility; and 3) a City-owned site located at the northwest intersection of West Mill Road and North 60th Street.
4. Protect and Stabilize Surrounding Residential Areas. The residential areas adjacent to the industrial core, particularly those in the southern end of the Study Area, must be protected and stabilized for the benefit of both area businesses and residents. Buffering and other urban design strategies can be used to help minimize land use conflicts between residential and industrial uses.
5. Encourage Rehabilitation and Ownership Support in Residential Neighborhoods. Strengthening the residential neighborhoods of the Havenwoods Area, particularly those in the southern end of the Study Area, is a critical component of the overall development plan. Strengthening these residential neighborhoods through rehabilitation and increased home ownership will improve the quality of life and expand housing opportunities for existing residents while assisting to retain and attract industrial users to the area.

6. Support Neighborhood Commercial and Service Center on West Silver Spring Drive. A neighborhood-level commercial and community service center should be encouraged along West Silver Spring Drive, concentrated between North 60th and North 64th Streets, where the existing Ace Mall and Silver Spring Shopping Center are located. The center should serve as a Atown center@ providing a range of quality neighborhood retail stores and community service-oriented uses, such as a library and job training center.
7. Cooperate to Preserve Mill Road Center and Other Commercial on North 76th Street North 76th Street can improve its current function by improving its business mix and physical character. With these improvements, the corridor could potentially capitalize on the drive-through traffic destined for the concentration of retail to the north near Northridge Mall and draw a larger share of nearby residents and employees.
8. Implement Urban Design and Streetscape Improvements. A variety of urban design improvements are encouraged to support a quality environment in support of the above goals. These include streetscape elements for buffering between residential and industrial uses; and wayfinding and identity signage. Individual businesses also should be encouraged to improve the appearance of their buildings and outdoor storage areas.

Priority Projects

Of the several development opportunities scattered throughout the Study Area, certain development sites and projects should receive priority attention. Based upon the eight main goals of the development strategy, we identified priority projects and categorized them into different levels with key implementation action steps for each project. Some projects refer to the development of specific sites, while others refer to broader area-wide efforts. The *Priority Projects* Map on page 6 displays these projects and the table on page 7 contains a description of each project.

Catalytic Projects: Highest priority-level projects, or ACatalytic Projects,@ should receive immediate attention. These projects are called Acatalytic@ because they are expected to help jump-start development and bring the most immediate benefit to the area, such as job creation, high visibility, and increase in the tax base. Catalytic Projects will spur the most activity, investment, and redevelopment in the area of all the priority projects identified.

Second and Third Tier Projects: While these projects are important to the overall redevelopment of the Havenwoods Area, they are not expected to produce the same level of benefit as the Catalytic Projects. Implementation of the Catalytic Projects will build momentum in the area and spur the development of Second and Third Tier projects.

Implementation Action Steps

Implementation actions steps were developed for each priority project. The table on page 8 identifies the parties responsible and the potential financial resources for the implementation of each step, and the page in the full report on which a full description of the step can be found.

[Click to view
Priority Projects Map](#)

Priority Projects
(See Priority Projects Map for Display of These Projects)

| Project | Land Use | Description |
|---------|----------|-------------|
|---------|----------|-------------|

| Catalytic Projects | | |
|---|-------------|---|
| A. Create Havenwoods Industrial District | Industrial | marketing strategy; and building organizational capacity |
| B. Implement New Business Park – Bacher Farm Site | Industrial | City’s design standards for industrial development |
| C. West Silver Spring Drive Streetscape and Commercial Revitalization | Commercial | “town center” providing a range of quality neighborhood retail stores and community service-oriented uses, such |
| D. Implement New Industrial Business Park – Florist Avenue/North 73rd Street | Industrial | Develop new high-quality industrial business park on vacant land on north side of Florist Avenue between 68th & 73rd Streets producing approximately 550,000 square feet of building space and redevelop vacant building (former bowling alley) into industrial |
| E. Implement New Industrial Business Park – Good Hope Business Center | Industrial | standards for industrial development (current development efforts are underway for this project by a private develop |
| F. Encourage Use of and Expand Targeted Investment Neighborhood (TIN) Program | Residential | the existing TIN |
| G. North 76th Street Streetscape and Commercial Revitalization | Commercial | Redevelop and reconfigure shopping center, particularly vacancy from former movie theater, to accommodate modern retail needs; improve overall appearance and tenant mix |

| Second Tier Projects | | |
|---|-------------|---|
| H. Industrial Road Infill/Revitalization | Industrial | Infill development on small, vacant parcels within framework |
| I. Western W. Mill Road Industrial Infill/Revitalization | Industrial | New industrial infill development and/or accommodation of expansion needs of existing businesses |
| J. Implement New Industrial Business Park – Central West Mill Road Area | Industrial | Develop new high-quality industrial business park on MEDC-owned land north of Mill Road between Industrial Road and railroad tracks; redevelop underutilized properties and vacant land on the south side of Mill Road between Industrial Road and North 60th S |
| K. Strengthen Residential Areas in the Southern End | Residential | |
| L. Open Space Expansion (Soccer Fields) | Open Space | Develop as open space, including potential expansion of existing soccer fields |

| Third Tier Projects | | |
|---|------------|--|
| M. Industrial Infill/Expansion (Brady Corp. Site) | Industrial | New industrial infill development and/or accommodation of expansion needs of existing businesses |
| N. Woolworth Avenue Infill/Expansion | Industrial | New industrial infill development and/or accommodation of expansion needs of existing businesses |
| O. Florist/Douglas Infill/Expansion | Industrial | New industrial infill development and/or accommodation of expansion needs of existing businesses |

Implementation Action Steps
(See Priority Projects Map for Display of These Projects)

| Project/Priority | Page Reference | Responsible Parties | Potential Resources |
|---|----------------|---|--|
| Catalytic Projects | | | |
| A. Create Havenwoods Industrial District | 57 | | |
| A. 1. Define, Delineate, and Market the Industrial District | 57 | | |
| A. 1. a. Implement Identity Development and Design Standards | 59 | HBC, DCD | I-BID |
| A. 1. b. Market the Havenwoods Industrial District | 59 | HBC, DCD | I-BID |
| A. 1. c. Create Support Services (Day Care, Health Care) and Training | 59 | Area Businesses, AWCB | Local technical colleges, SSNC |
| A. 1. d. Build Organizational Capacity | 60 | HBC | I-BID |
| A. 1. e. Implement Design Standards | 60 | RACM, DCD, HBC | I-BID, TIF |
| A. 1. f. Create and Implement Financing Mechanisms | 60 | DCD | I-BID, TIF, MEDC Lending Programs (Second Mortgage Program, Capital Access Program, SBA 504 Debenture, Target Loan Program, Development Zone Loan Program) |
| A. 2. Create Area-Wide Coordinating Body (AWCB) | 60 | HBC, SSNC, Area Business, Resident Block Groups | CDBG, Local Financial Institutions, Area Businesses |
| A. 3. Prepare and Implement Detail of Urban Design and Streetscaping | 61 | DCD, HBC | I-BID |
| A. 3. a. Create Identity and Character Development | 61 | DCD, HBC | I-BID, TIF |
| A. 3. b. Manage Land Use Conflicts | 63 | DCD, DPW | I-BID, TIF, City's Capital Budget |
| B. Implement New Business Park – Bacher Farm Site | 64 | DCD, HBC | I-BID, TIF, IRBs |
| C. West Silver Spring Drive Streetscape and Commercial Revitalization | 72 | | |
| C. 1. Implement Streetscape and Urban Design | 72 | DCD, HBC, DPW, Property Owners, Area Businesses | C-BID, TIF, City's Capital Budget, CDBG, facade rebate program (through existing program or coordinating with area banks to create new funding pools) |
| C. 2. Revitalize West Silver Spring Drive as a Community Shopping Center and Service District | 72 | DCD, HBC, SSNC, AWCB | TIF, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above), facade rebate program |
| D. Implement New Industrial Business Park – Florist Avenue/North 73rd Street | 66 | DCD, HBC | TIF, I-BID, IRBs |
| E. Implement New Industrial Business Park – Good Hope Business Center | 68 | DCD, HBC, Property Owner | TIF, I-BID, IRBs |
| F. Encourage Use of and Expand Targeted Investment Neighborhood (TIN) Program | 74 | NIDC, AWCB | TIF, Loan Pool from Area Businesses, Local Financial Institutions |
| G. North 76th Street Streetscape and Commercial Revitalization | 73 | | |
| G. 1. Implement Streetscape and Urban Design | 73 | DCD, DPW | C-BID, TIF, City's Capital Budget, CDBG, facade rebate program (through existing program or coordinating with area banks to create new funding pools) |
| G. 2. Revitalize Mill Road Center | 73 | DCD, HBC, Property Owners, Area Businesses | TIF, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above), facade rebate program |

| | | | |
|---|----|----------------------------------|---|
| Second Tier Projects | | | |
| H. Industrial Road Infill/Revitalization | 68 | DCD, HBC | TIF, I-BID, IRBs, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above) |
| I. Western W. Mill Road Industrial Infill/Revitalization | 68 | DCD, HBC | TIF, I-BID, IRBs, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above) |
| J. Implement New Industrial Business Park – Central West Mill Road Area | 68 | DCD, HBC | TIF, I-BID, IRBs, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above) |
| K. Strengthen Residential Areas in the Southern End | 75 | | |
| K. 1. Create Area-Wide Coordinated Publication of Programs | 75 | DCD, NIDC, AWCB, SSNC | |
| K. 2. Increase Home Ownership Rates | 76 | DCD, NIDC, AWCB, SSNC | WHEDA, FHA, Fannie Mae, Expanded TIN, CRA, Local Financial Institutions |
| K. 3. Encourage Employer-Assisted Housing | 77 | DCD, NIDC, AWCB, Area Businesses | WHEDA HOME Loan "3/2" Option, Down Payment Assistance from Area Businesses |
| K. 4. Encourage Rehabilitation of Investor-Owned Housing | 78 | DCD, NIDC, AWCB | WHEDA, FHA, Fannie Mae, TIN, City's Buy in Your Neighborhood Program |
| L. Open Space Expansion (Soccer Fields) | 78 | MCP | |

| | | | |
|---|----|--------------------------|---|
| Third Tier Projects | | | |
| M. Industrial Infill/Expansion (Brady Corp. Site) | 70 | DCD, HBC, Property Owner | TIF, I-BID, IRBs, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above) |
| N. Woolworth Avenue Infill/Expansion | 70 | DCD, HBC | TIF, I-BID, IRBs, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above) |
| O. Florist/Douglas Infill/Expansion | 70 | DCD, HBC | TIF, I-BID, IRBs, MEDC Lending Programs (See A. 1. f. Financing Mechanisms above) |

Abbreviations

AWCB = Area-Wide Coordinating Body (Proposed); City = City of Milwaukee; C-BID = Commercial Business Improvement (Proposed); CDBG = Community Development Grant Block; CRA = Community Reinvestment Act; DCD = Department of City Development; DPW = Department of Public Works; FHA = Federal Housing Authority; HBC = Havenwoods Business Council; I-BID = Industrial Business Improvement District (Proposed); IRBs = Industrial Revenue Bonds; MCP = Milwaukee County Parks; MEDC = Milwaukee Economic Development Corporation; NIDC = Neighborhood Improvement Development Corporation; RACM = Redevelopment Corporation of the City of Milwaukee; SSNC = Silver Spring Neighborhood Center; TIN = Targeted Investment Neighborhood; TIF = Tax Increment Financing; WHEDA = Wisconsin Housing and Economic Development Authority